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ABSTRACT

The Texas Education Agency, in cooperation with the Texas Commission on Alcohol and Drug Abuse, was directed by the Texas State Legislature to study the problem of substance abuse by public school students and to develop guidelines for public school districts to use in implementing substance abuse education programs. This document reports on the actions of the Texas Education Agency and the Texas Commission on Alcohol and Drug Abuse in carrying out the legislative mandate of Senate Concurrent Resolution 130. Sections on the history of alcohol and drug abuse education in Texas, implementation plans and strategies, federal guidelines for school districts, state guidelines for school districts, the role of the Texas Commission on Alcohol and Drug Abuse, the 1988 Texas School Survey on Substance Abuse, and recommendations from the Texas State Board of Education are included. The Texas Commission on Alcohol and Drug Abuse 1988 Texas School Survey on Substance Abuse interim report on drug use in schools and preliminary report on inhalants are appended. (NB)

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CG 021638

THE STATUS OF SUBSTANCE ABUSE EDUCATION IN THE TEXAS PUBLIC SCHOOLS

FROM THE STATE BOARD OF EDUCATION

TEXAS EDUCATION AGENCY
AUSTIN, TEXAS

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The Status of Substance Abuse Education In the Texas Public Schools

As Reported By the State Board of Education And the Texas Commission on Alcohol and Drug Abuse

Submitted to the Governor, Lieutenant Governor, And the Seventy-First Texas Legislature

1987-1988

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Texas Education Agency
1701 North Congress Avenue
Austin, Texas 78701

January 1989

To the Honorable Governor of Texas, Lieutenant Governor, and Seventy-First Texas Legislature:

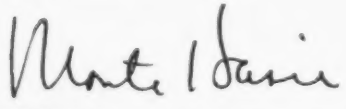
Senate Concurrent Resolution 130 of the 70th Legislature directed the Texas Education Agency in cooperation with the Texas Commission on Alcohol and Drug Abuse to study the problem of substance abuse by public school students and to develop guidelines for public school districts to use in implementing substance abuse education programs. The Resolution further directed that each public school district or consortium of school districts design and implement a substance abuse education program following the guidelines. Finally, the Resolution charged that the State Board of Education and the Texas Commission on Alcohol and Drug Abuse make a complete report of related findings and actions to the 71st Legislature.

The Agency and the Commission have cooperated in carrying out the mandate of SCR 130. The report on the findings and actions includes the following categories of information:

- history of alcohol and drug abuse education in Texas
- implementation plans and strategies
- federal guidelines for school districts
- state guidelines for school districts
- role of the Texas Commission on Alcohol and Drug Abuse
- 1988 Texas School Survey on Substance Abuse
- recommendations from the State Board of Education
- appendices: survey reports

Material presented herein has been compiled by staffs of the Texas Education Agency and the Texas Commission on Alcohol and Drug Abuse as requested in SCR 130.

Respectfully submitted,



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Historical Introduction: Drug Abuse Education in Public Schools

Crime Prevention and Drug Education

In June 1969, the 61st Legislature mandated that the Texas Education Agency provide a program for all public school students, Grades 5-12, in crime prevention and drug education.

The State Board of Education Policy 3261 Authorization and Description of Crime Prevention and Drug Education Program, adopted in 1971, stated that instruction should be provided throughout all grade levels. The elements of the program included decision making; interpersonal relations; communications and values clarification skills; and the physiological, psychological, sociological, cultural, and legal aspects of drugs and crime. The basic premise was that if students had skills and knowledge in the referenced program areas, the incidence of drug abuse and juvenile delinquency would be minimized.

In 1973, the Legislature amended the Texas Education Code by adding Section 21.118. Funds were appropriated for 20 full-time professional positions, one in each education service center and five professionals at the Texas Education Agency. Staff members were to provide technical assistance and inservice training to school districts for operation of programs.

In 1975, the Legislature appropriated $3 million per year of the biennium for the crime prevention and drug education program. Each school district received $.50 per student per year to implement the program. Each school district was required to have a plan on file with objectives that addressed curriculum, extracurricular activities, staff development, and community development. The plan of action specified what student outcomes the school district had identified as needs and how the district would work to meet its needs through its program.

In Fall 1979, the State Board of Education deleted all reference to values and valuing process from both policies and procedures. The 66th Legislature did not appropriate funds for the continuation of the crime prevention and drug education program beyond August 1979.

In 1981, the curriculum reform bill HB 246 repealed several state-mandated subjects including the crime prevention and drug education program.

However, using locally generated funds, some districts and individual schools have continued their efforts begun with the earlier state-funded program. These districts have continually revised and updated curriculum, materials, and practices to incorporate current research to meet needs of students.

State Board of Education Rules for Curriculum

The mandate for drug abuse prevention education in Texas public schools was reconfirmed when Title 19, Chapter 75 of the Texas Administrative Code became a part of the State Board of Education rules for curriculum in 1984. The essential elements specified in Chapter 75, Subchapters B, C, and D, include drug abuse education and prevention in prekindergarten through Grade 6 health courses, the Grade 7 life science course, the Grade 7 or 8 health course, the high school health course, and the high school driver education course. Essential elements in other courses also provide a basis and direction for instruction in topics related to and included in drug abuse prevention education. Decision making, self-esteem, prob-

lem solving, communication, peer pressure, stress management, and coping strategies are a few of these correlates.

National Legislation and Funding

In October 1986, the 99th United States Congress enacted the omnibus drug bill, Public Law 99-570, also known as the Anti-Drug Abuse Act of 1986. A part of this law was the Drug-Free Schools and Communities Act of 1986. Included in the Act was authorization of funding and guidelines for the purpose of establishing programs in schools for drug abuse education prevention, intervention, and rehabilitation referral.

The Act provided $11,111,452 to Texas for the fiscal year 1987, with 30 percent assigned to the Governor's Office and 70 percent or $7,778,015 to the Texas Education Agency. The Governor's allotment is administered by the Texas Commission on Alcohol and Drug Abuse. Of the allotment to the Texas Education Agency, $7,000,214 represented flow-through funds available to the local education agencies (school districts). The allotment to the individual school district was based on the number of school-age persons residing in the district at the time of the 1980 census. The funding amounted to approximately $2.27 per student.

In April 1988, PL 99-570 was amended through the Hawkins-Stafford Elementary and Secondary School Improvement Amendments of 1988 and was signed into Public Law 100-297, commonly referred to as HR 5. The Title V Drug Education portion of the law may be cited as the Drug-Free Schools and Communities Act of 1986. Of the $13,511,737 allotment for Texas, $9,458,215 is provided for the Agency and school districts for FY 1988 with $8,512,394 available to the districts on a formula basis. The increased amount to Texas is the result of the amended Act that provided for funds on the basis of relative enrollments rather than on the 1980 census school-age population.

Implementation Plans and Strategies

As the new national legislation moved forward in 1987, Agency staff reviewed education needs related to alcohol and drug abuse prevention that were consistent with PL 99-570. As funding formulas became known, the Agency conceptualized a statewide approach for implementation of PL 99-570 to supplement programs already required by State Board rules. Information was gleaned from a variety of sources representing a vast network of coordination and cooperation that involved individuals and agencies. This information was used as the basis for recommendations for implementing PL 99-570 and later PL 100-297 in Texas. Recommendations are based on educationally sound principles that are desirable, but not mandated. Community-level cooperation and recognition that needs vary from district to district are fundamental premises.

Texas Education Agency Drug Abuse Prevention Program

In September 1987, the Drug Abuse Prevention Program was established in the Division of General Education at the Texas Education Agency. The Program is a part of the comprehensive school health section which plays a key role in assisting local school districts to produce capable and creative students by promoting the health and wellness of Texas youth.

Drug abuse prevention staff members provide training and technical assistance to the 20 education service centers and to school districts. Additionally, the staff makes site visits to local programs and to ESCs to monitor program effectiveness.

Coordination With Other State Groups

Staff members of the Agency drug abuse prevention program coordinate with other agencies and organizations that promote statewide substance abuse prevention programs. Coordination is ongoing with several agencies and organizations, including but not limited to the Texas Commission on Alcohol and Drug Abuse, the Texas Department of Health, the Texas Department of Mental Health and Mental Retardation, the Drug Enforcement Administration, Texans' War on Drugs, the Division of Criminal Justice, and the Texas Safety Association. In addition, the Texas Education Agency staff works closely with the U.S. Department of Education and the U.S. Southwest Regional Center for Drug-Free Schools and Communities. Coordination activities include collaboration for education and prevention through periodic meetings, conferences, sharing of materials, and specific support of projects initiated by the other agencies or organizations.

Procedures for Securing Funds

The federal Drug-Free Schools and Communities funds are made available to the school districts through the Texas Education Agency Standard Application System (SAS). The System is an annual comprehensive application that includes federal funding sources available to school districts. Application for the Drug-Free Schools and Communities funds was made a part of the System in 1987. The SAS, which includes directions for applying for the funds, is mailed to all school districts in the early summer of each year. School districts may revise the application at any time during the year.

School districts may apply directly for their allotted funds, or they may join a cooperative or consortium. Most of the ESCs assist the districts by forming and managing a consortium.

PL 100-297 Requirements for the Texas Education Agency

The state education agency may retain 10 percent of the funds for use at the state level. The funds are to be used for such activities as:

- training and technical assistance programs concerning alcohol and drug abuse prevention education for education service center and school district personnel
- development, dissemination, implementation, and evaluation of alcohol and drug abuse education curricula and teaching materials
- demonstration projects in alcohol and drug abuse education and prevention
- special assistance to areas serving large numbers of economically disadvantaged children and to sparsely populated areas

Assurance must be provided that the funds will be used to supplement and increase the level of state, local, and nonfederal funds for alcohol and drug abuse education and prevention. The funds must not be used in any event to supplant such state, local, and nonfederal funds. The law also requires that the state agency coordinate efforts with appropriate state health, law enforcement, and drug abuse prevention agencies. Evaluation requirements are that an annual evaluation will be made of the effectiveness of the programs and that the agency will submit a biennial progress report to the U.S. Department of Education. Also,

the state agency is to provide a description, where feasible, of how the drug and alcohol programs will be coordinated with youth suicide prevention programs.

The law directs the state education agency to use 90 percent of the available federal funds each fiscal year for grants to the intermediate education agencies (education service centers) and local educational agencies (school districts). These are considered flow-through or formula-based funds.

Federal Guidelines for School Districts

Education service centers and school districts commit to follow the guidelines of the federal law, PL 100-297, when they apply for funds through the Texas Education Agency. The law sets out specific guidelines. The school districts, education service centers, or consortia shall use the funds for alcohol and drug abuse prevention and education programs and activities through:

- curricula that clearly and consistently teach that illicit drug use is wrong and harmful
- programs of prevention and early intervention
- education awareness programs for parents and the community
- counseling programs for students and parents that advise that illicit drug use is wrong and harmful
- programs of referral for treatment and rehabilitation
- training in alcohol and drug abuse prevention for school personnel, public service personnel, law enforcement officials, judicial officials, and community leaders
- programs in primary prevention and early intervention such as the interdisciplinary school team approach and peer assistance programs
- efforts to enhance identification and discipline of alcohol and drug abusers and to work with law enforcement officials so that they may take necessary action in cases of drug possession and supplying of drugs and alcohol to students
- special programs and activities to prevent alcohol and drug abuse among student athletes

To be eligible for the funds, an applying school district or consortium shall:

- set forth a plan for the comprehensive program it will carry out
- establish or designate an advisory council composed of parents, teachers, government officials, medical professionals, law enforcement officials, and community-based organizations with interest and expertise in the field of drug abuse prevention education
- describe the extent of the current alcohol and drug problem in the schools
- describe its alcohol and drug policy including the practices and procedures it will enforce to eliminate the sale or use of alcohol and drugs on school premises and how it will convey the message that alcohol and drug use is not permissible
- describe how it will monitor the effectiveness of its program
- describe how it will provide mandatory age-appropriate, developmentally based alcohol and drug abuse education and prevention programs, prekindergarten through Grade 12

- describe the manner in which it will coordinate its efforts with other community-related programs in alcohol and drug abuse education, prevention, treatment, and rehabilitation as well as health and law enforcement agencies

Applicants must provide assurances that the funds will be used to supplement, not supplant, programs made available by state, local, or nonfederal funds. Additionally, the applicant must keep records and provide such information to the state education agency as required for fiscal audit and program evaluation. Finally, the applicant shall submit to the state education agency a program report on the first two years of implementation of its plan. The progress report shall include the applicant's significant accomplishments under the plan during the two years and the extent to which the original objectives of the plan are being achieved.

State Guidelines for School Districts

In the early stages of implementing the drug abuse prevention programs and in the ensuing months, requests from the education service centers and school districts centered around the need for additional curricular materials to supplement, expand, and extend the Chapter 75 essential elements addressing drug abuse education and prevention. Although commercial curricula are available, the materials are not directly linked to the state-required essential elements in Chapter 75. The commercial materials are often cost prohibitive for most districts, and few of the curricular programs are comprehensive in scope of concepts or number of grade levels.

The development of a curriculum guide, *Education for Self-Responsibility II: Prevention of Drug Use*, became the challenge of the Agency staff. In keeping the intent of PL 100-297, the goal was not only to provide a supplement and expansion of the state-mandated essential elements relating to drug abuse education but to give school districts additional guidelines in implementing effective alcohol and drug abuse prevention programs. Several stages for this project resulted.

Statewide Writing Committee

In Fall 1987, the Agency staff identified and requested the assistance of a 40-member statewide curriculum writing committee. The committee represented all of the 20 education service center areas in the state. It included persons from rural schools and large urban schools. Representatives from community efforts toward alcohol and drug abuse education and from universities served on the committee. Administrators, librarians, school nurses, and counselors gave assistance. Persons working with special programs and special populations gave input on the committee. Teachers from all levels and from almost every subject area assisted.

The curriculum committee met for three and one-half days in the fall of 1987 and early in 1988. The objectives of the committee focused on:

- identifying major concepts congruent with purposes and emphases of an alcohol and drug abuse education and prevention program. These concepts were the basis for forming the goals and major content strands throughout all grade levels of the curriculum guide.
- identifying related topics under each concept or goal that would comprise the basis for specific instructional objectives
- designating appropriate essential elements in various subject and course areas, other than specific alcohol and drug abuse essential elements, where alcohol and drug education objectives might be integrated

- suggesting teacher strategies and student activities useful in teaching the objectives
- developing a process for the identification of instructional and community resources in implementing an alcohol and drug abuse education and prevention program
- outlining suggestions for the successful implementation of an alcohol and drug abuse education and prevention program in districts and individual schools

Contract for the Curriculum Guide Development

In August 1988, the Texas Education Agency entered into an interagency contract with Texas A&M University to develop, publish, and distribute the curriculum guide, *Education for Self-Responsibility II: Prevention of Drug Use*. The guide will be distributed to the school districts in February 1989. It will provide a supplementary curriculum for alcohol and drug use prevention education in the schools and will assist in implementing quality programs in alcohol and drug use prevention and education for Texas public schools.

The document is a comprehensive, prekindergarten through Grade 12 curriculum guide that presents age-appropriate guidelines for instructional planning. It will be used by teachers of health, science, social studies, language arts, fine arts, mathematics, driver education, physical education, and vocational education. The curriculum guide will be published in four segments, each segment uniquely designed according to grade-level groupings: prekindergarten through Grade 3, Grade 4 through Grade 6, Grade 6 through Grade 9, and Grade 9 through Grade 12. Each segment includes:

- clearly stated goals that serve as themes throughout the entire curriculum guide and include the following: acquiring knowledge about alcohol and drugs and their negative effects, affirming of self and others, communicating effectively, understanding the effects of alcohol and drug dependency on families, developing positive skills for life, and developing awareness of community
- specific instructional objectives that are keyed to existing essential elements at each grade level, stated in measurable behavioral terms, and written for varied levels of thinking skills. Each instructional objective is based on up-to-date information concerning alcohol and drug use prevention and is sequenced to provide continuity within and across grade levels. Instructional objectives provide opportunities to introduce, develop, and reinforce the goals and general objectives outlined on a scope and sequence chart.
- suggested teacher strategies, student activities, strategies to help teachers evaluate student learning of affective as well as cognitive skills, explanatory material (teacher tips), and resources corresponding to the instructional objectives to assist teachers in planning and conducting lessons

Also, each segment of the curriculum guide contains introductory guidelines to assist administrators and teachers in implementing the guide and in promoting an effective alcohol and drug abuse education and prevention program. The guidelines include a discussion of the following:

- a general introduction to alcohol and drug education along with information about effective implementation of alcohol and drug use prevention programs
- basic guidelines for implementing the curriculum guide
- suggestions for modifications of the curriculum for special populations
- information concerning at-risk students and the prevention of alcohol and drug use
- a glossary of terms to assist teachers' understanding
- an annotated bibliography of additional references for school personnel

- a list of references such as books, pamphlets, films, and videos for use in instruction
- a list of resources such as government agencies, health organizations, and service groups
- current Texas laws relating to tobacco, alcohol, and other drugs
- suggestions for evaluating effective alcohol and drug use prevention education programs
- suggestions for gaining parental and community cooperation, support, and involvement in providing an alcohol and drug use prevention education program

Further, a scope and sequence chart of goals and general objectives clearly delineates concepts and grade-level objectives to ensure teacher understanding of the scope and sequence of the guide. The chart presents goals and general objectives for all grade levels. It conveys a picture of the entire program, allowing individual teachers to see how the parts they are teaching fit into the whole plan. Such an understanding promotes teacher commitment to the task.

The curriculum guide will be distributed to Texas school districts, education service centers, and other state education agencies across the nation. Developers of the guide anticipate that it will serve as a model for district and school drug abuse education and prevention programs nationwide.

Training for Use of the Curriculum Guide

The Texas Education Agency staff will showcase the curriculum guide, *Education for Self-Responsibility II: Prevention of Drug Use*, at a statewide conference in Austin in early Spring 1989. In addition, the Agency staff will begin providing training sessions at the education service centers on how to use the guide. Service center staff and school district representatives will be the target audience.

Additionally, the Agency staff will prepare a training package so that a qualified person from an education service center or a school district staff member such as a school nurse, classroom teacher, or curriculum director can use it to train other school personnel. The package will provide for one day of training with participation in multiple activities. A facilitator's manual with detailed instructions, videotapes providing information and illustrating teaching strategies, and other presentation materials will be included.

The training sessions will provide such items as basic information on drugs of major abuse and their affects on the body, factors that make persons at high risk, and various aspects of chemical dependency and its effects on the family. The training sessions will also include an explanation of the curriculum guide, a description of effective school and community coordination, ideas on student activities, demonstrations of teaching strategies, and motivational activities.

Texas Commission on Alcohol and Drug Abuse

The Texas Commission on Alcohol and Drug Abuse (TCADA) worked continually and cooperatively with the Texas Education Agency throughout the process of developing the curriculum guide. TCADA staff provided encouragement, input, and review of the work during all stages of the development and served in an advisory capacity to the Agency staff. Examples of cooperative services related to the curriculum guide are:

- screening materials and resources to support alcohol and drug abuse education and prevention instruction

- reviewing the plans for the curriculum guide
- advising about the most up-to-date knowledge concerning harmful drugs and their effects
- serving on the curriculum review advisory committee during development and distribution of the curriculum guide
- supplying supplementary posters and other materials that promote alcohol and drug abuse education and prevention to every public school campus in the state
- producing jointly with the Agency several television public service announcements that promote alcohol and drug abuse education and prevention with students, parents, and communities
- providing community and school team training to support alcohol and drug abuse education and prevention endeavors

In addition to work on the curriculum guide, TCADA provides direct support for alcohol and drug abuse prevention in schools through Student Assistance, Peer Assistance, and Children of Substance Abusers Programs. The TCADA gives additional support through funded community-based prevention and intervention programs that provide counseling alternatives, tutoring, and alcohol and drug abuse education to adolescents referred by school district personnel.

1988 Texas School Survey on Substance Abuse

The last study conducted by TCADA on incidence and prevalence of alcohol and drug problems among youth in Texas was in 1980. With funding available through PL 99-570, 1986 Drug Free Schools and Communities legislation, TCADA was able again to survey and study the problem of alcohol and drug abuse in Texas. With the new funding, TCADA surveyed the problems of alcohol and other drug use among Texas school students. Through a contract with Texas A&M University's Public Policy Resource Laboratory (PPRL), TCADA conducted a survey on alcohol and drug abuse behaviors and problems in 38 school districts throughout Texas in Spring 1988. Completed questionnaires were obtained from 7,550 seventh and twelfth grade students. School districts, schools, and respondents were informed that survey data would be strictly anonymous and that even survey data for individual districts would not be obtainable unless prior arrangements were made with PPRL. Participants were also informed that their participation was totally voluntary.

Several strategies were used to ensure the validity of the responses. The survey instrument was specifically designed for the project; however, it was based on tested instruments and was compatible with other national and state surveys in terms of the types of questions asked about levels of alcohol and drug use. Minor adjustments were made to the sample to ensure that it would reflect the regional, rural, and ethnic diversity of the state. The PPRL staff went to each school classroom, gave instructions, and collected the completed questionnaires.

During the development stage of the survey, TCADA and PPRL staff met with the Texas Education Agency staff to seek input on time requirements, the type and numbers of questions for the survey, and methods of implementation. The Agency gave full support to the project and provided a letter to assist in enlisting cooperation from the school districts selected for participation.

The major findings of the survey were:

- The five most frequently used drugs are alcohol, tobacco, marijuana, inhalants, and uppers.
- Students perceive inhalants to be the most available drug especially for seventh graders. Thirty percent of seventh graders who have used inhalants started before age 10.
- Inhalant abuse is a larger problem than was previously suspected. After seventh grade, a significant proportion of heavy users of damaging inhalants probably drop out of school and are not available for school-based interventions aimed at later grades.
- Even though drug abuse has declined somewhat over the last 10 years, the problem is still significant. Fifty-four percent of seniors report having used illicit drugs during their lifetimes.
- Alcohol and drug abuse affects all racial and ethnic groups. It is not exclusively a minority problem.
- Adolescents report overwhelmingly that if they had an alcohol or drug problem they would seek help from a friend and not from an adult. Many indicated that if assistance were sought from adults, they would be individuals outside the school system.

The Appendices contain the interim report on drug use in the schools.

Recommendations

Recommendation 1:

Amend TEC Section 21.557 to designate and add a new section to Texas Education Code Chapter 16, Subchapter D to provide for an allocation of funds to districts impacted by nonhandicapped students placed in noneducational residential facilities.

In Texas, approximately 7,200 nonhandicapped students between the ages of five and 21, inclusive, are placed annually apart from their parents for noneducational care and treatment purposes. A large proportion of the students are under the jurisdiction of other public agencies, i.e., the Texas Youth Commission, Juvenile Probation, and the Department of Human Services. The residential facilities may be public or private and include psychiatric hospitals, substance abuse treatment centers, halfway houses, foster family group homes, emergency shelters, jails, and detention centers. These students represent a significant at-risk population. School districts currently receive no allocation of funds to serve these out-of-district students on-site at the various facilities without imposing a significant burden upon local and funding resources. An allocation formula is needed which would be sufficient so that local district costs would be required to provide basic educational services to these students whose parents or guardians do not live in the district. For each full-time equivalent student in average daily attendance residing in residential facilities located in school districts where the student's parent or guardian does not reside, the district would be entitled to an annual allotment equal to an add-on weight of .2. The allocation would be determined on the basis of the district's average daily attendance of these students during the four-week attendance reporting period used for state funding purposes.

Recommendation 2:

Appropriate funds to furnish staff to develop activities and to provide training for school district and education service center personnel in effective approaches to alcohol and drug abuse prevention education.

Local school districts are required to provide instruction in all curriculum areas listed in TEC Section 21.101. Within health and other areas are essential elements related to substance abuse including drugs, alcohol, and tobacco. These funds are needed to assist school districts to develop district and/or campus programs for effective alcohol and drug prevention education in public schools in prekindergarten through Grade 12.

Appendix A:

Texas Commission on Alcohol and Drug Abuse

1988 Texas School Survey on Substance Abuse
Interim Report on Drug Use in Schools

During the Spring of 1988, students in 7th through 12th grades in Texas schools were asked about alcohol and drug use behaviors and problems. A random two-stage selection process resulted in the inclusion of schools in 38 separate school districts. Minor adjustments were made to the sample to insure that it would reflect the regional, racial and ethnic diversity of the state and to accommodate the logistic requirements of school districts and schools voluntarily cooperating with the project.

School districts, schools, and respondents were informed that survey data would be strictly anonymous and that even summary data for individual districts would not be obtainable unless prior arrangements were made with the survey contractor, Texas A&M University's Public Policy Resource Laboratory (PPRL). PPRL staff went to each school classroom, gave instructions, and collected 7,550 completed questionnaires.

Due to concerns about the veracity of respondents, several strategies have been employed to enhance the validity of the survey responses utilized in the study. Students were told that the survey was being conducted in order to help students who had questions or problems related to alcohol or drug abuse. They were assured that their responses would be anonymous and that their participation was totally voluntary. In addition, several validity checks for exaggeration were incorporated into the questionnaire and have resulted in 2% of questionnaires being discarded.

The instrument was designed specifically for the present study, but it is based on tested instruments and is compatible with other national and state surveys in terms of the types of questions asked about levels of drug and alcohol use.

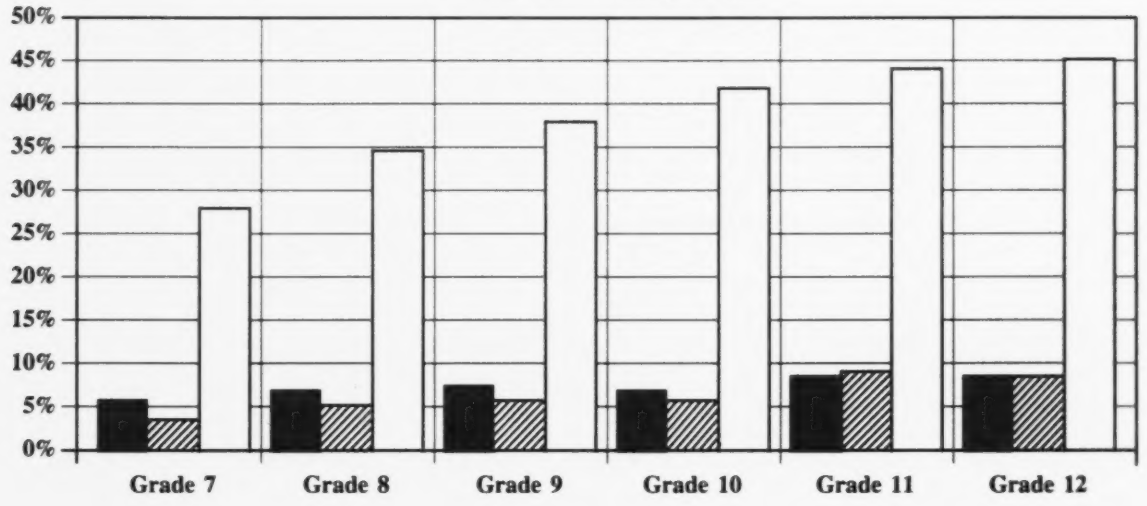
The Texas Commission on Alcohol and Drug Abuse is grateful to the school districts, schools, and secondary school students who voluntarily participated in this project. We wish to emphasize that the results of this survey are not necessarily characteristic of any individual participating district or school. The project was funded by the U.S. Department of Education under the Drug-Free Schools and Communities Block Grant program.

TABLE 1
Prevalence and Recency of Use of Selected Substances By Grade:
Texas Secondary School Students 1988

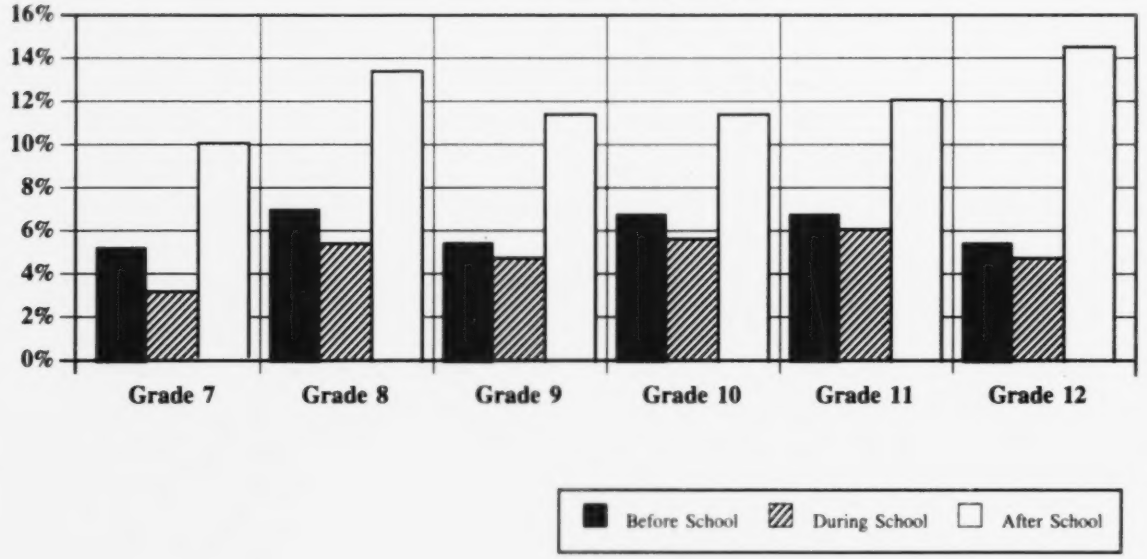
	Ever Used	Past Month	(not past month) School Year	Not Past Year	Never Used
Alcohol					
Grade 7	58.5%	28.0%	19.6%	10.9%	41.5%
Grade 8	68.7%	31.6%	25.9%	11.2%	31.3%
Grade 9	75.9%	41.0%	23.1%	11.8%	24.1%
Grade 10	83.0%	49.2%	25.1%	8.7%	17.0%
Grade 11	84.5%	55.1%	21.4%	8.0%	15.5%
Grade 12	86.4%	57.5%	19.5%	9.5%	13.6%
Marijuana					
Grade 7	18.8%	7.6%	7.7%	3.5%	81.2%
Grade 8	26.6%	11.7%	8.6%	6.4%	73.4%
Grade 9	28.1%	10.5%	9.8%	7.8%	71.9%
Grade 10	34.4%	12.4%	12.0%	10.1%	65.6%
Grade 11	40.7%	14.3%	13.5%	12.9%	59.3%
Grade 12	45.7%	13.9%	15.2%	16.6%	54.3%
Inhalants					
Grade 7	27.7%	11.7%	10.6%	5.4%	72.3%
Grade 8	26.3%	8.9%	10.7%	6.7%	73.7%
Grade 9	23.3%	5.8%	8.5%	9.0%	76.7%
Grade 10	21.6%	5.1%	7.8%	8.7%	78.4%
Grade 11	19.1%	4.6%	4.8%	9.8%	80.9%
Grade 12	16.9%	2.6%	6.0%	8.3%	83.1%
Cocaine					
Grade 7	3.9%	1.1%	1.9%	1.0%	96.1%
Grade 8	5.3%	2.7%	1.5%	1.1%	94.7%
Grade 9	5.0%	1.4%	1.9%	1.6%	95.0%
Grade 10	6.9%	2.1%	2.9%	1.9%	93.1%
Grade 11	8.7%	2.9%	2.9%	2.9%	91.3%
Grade 12	11.6%	4.2%	4.1%	3.2%	88.4%
Uppers					
Grade 7	10.5%	4.5%	3.0%	3.1%	89.5%
Grade 8	12.3%	5.4%	3.5%	3.4%	87.7%
Grade 9	14.5%	4.9%	4.8%	4.8%	85.5%
Grade 10	20.3%	7.0%	6.6%	6.8%	79.7%
Grade 11	22.9%	6.8%	6.2%	9.8%	77.1%
Grade 12	25.0%	6.8%	7.3%	10.8%	75.0%
Psychedelics					
Grade 7	3.4%	1.2%	0.8%	1.4%	96.6%
Grade 8	4.3%	1.6%	1.3%	1.4%	95.7%
Grade 9	5.7%	2.0%	1.6%	2.2%	94.3%
Grade 10	6.7%	2.2%	2.2%	2.2%	93.3%
Grade 11	9.3%	3.6%	1.4%	4.3%	90.7%
Grade 12	11.7%	4.2%	3.3%	4.3%	88.3%
Heroin					
Grade 7	1.4%	*	0.9%	*	98.6%
Grade 8	2.3%	0.7%	1.0%	0.5%	97.7%
Grade 9	0.9%	*	*	0.5%	99.1%
Grade 10	1.1%	*	*	0.6%	98.9%
Grade 11	1.3%	*	*	0.8%	98.7%
Grade 12	1.5%	*	*	0.8%	98.5%

*Less than .5%

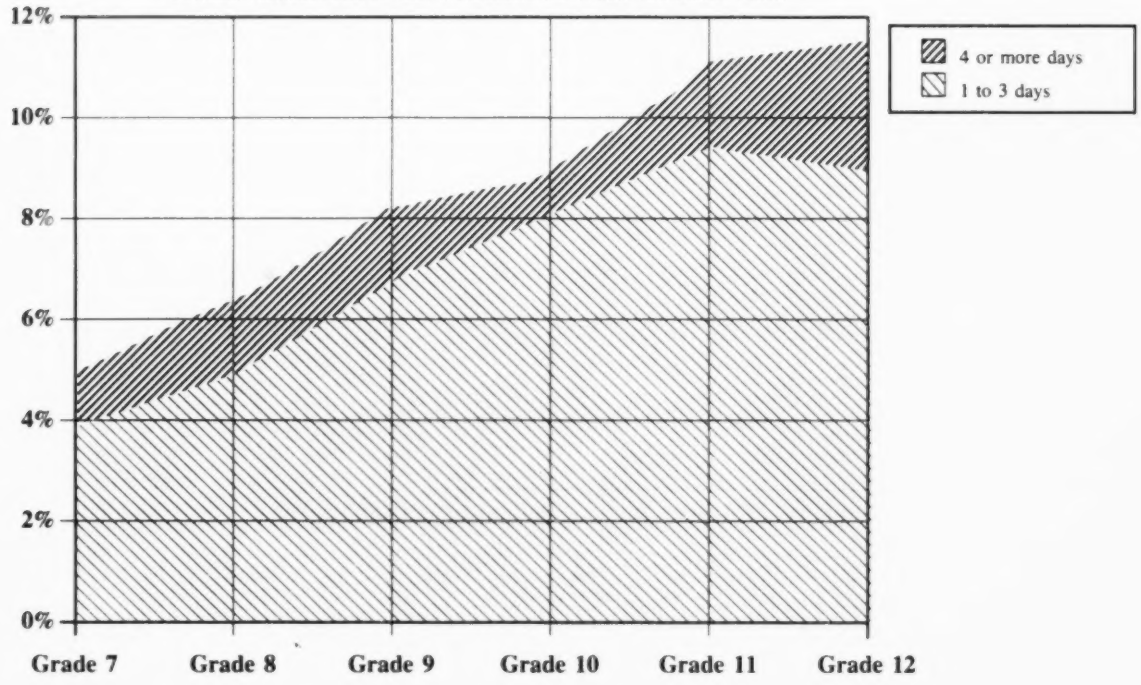
**Timing of Alcohol Use By Grade:
Reports of Use Before, During, and After School in
The Past Thirty Days**



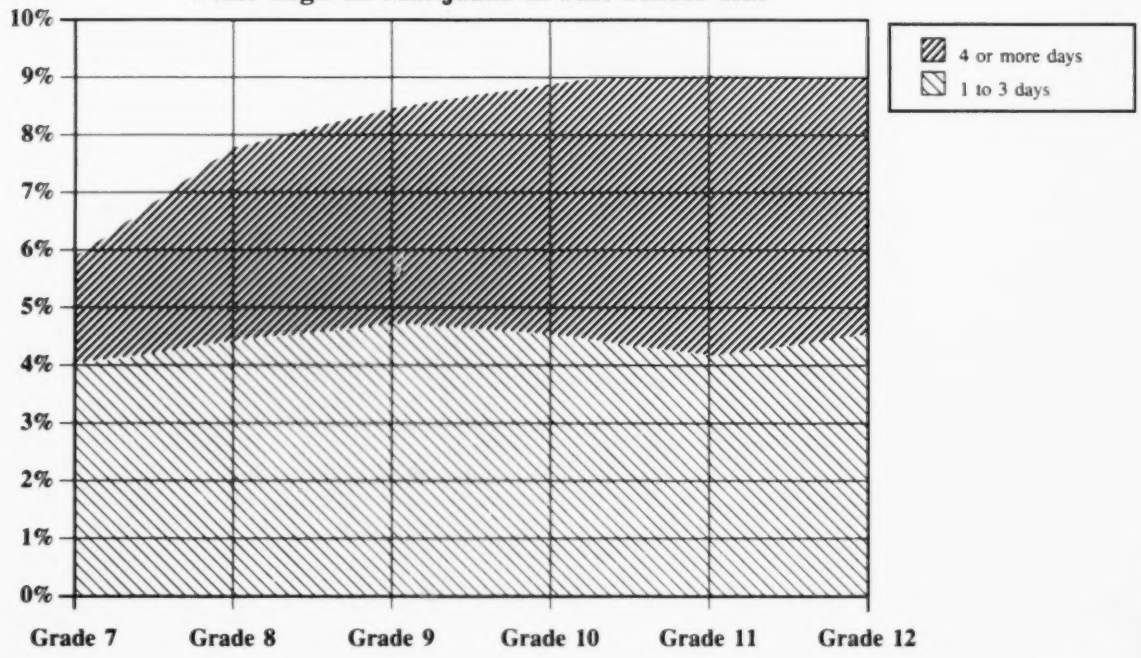
**Timing of Marijuana/Other Drug Use By Grade:
Reports of Use Before, During, and After School in
The Past Thirty Days**



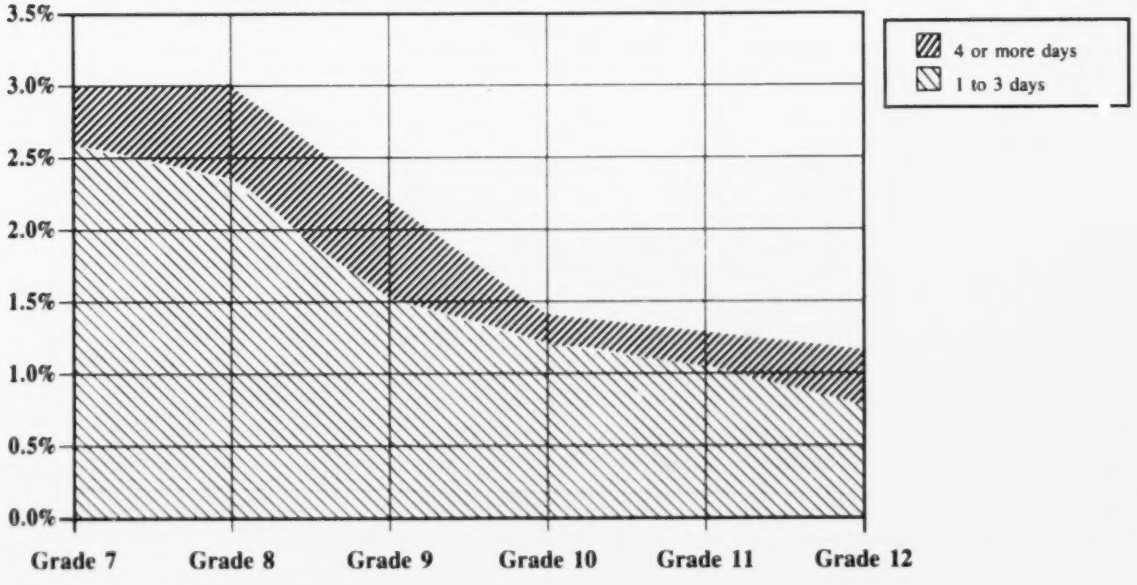
Students Attending One or More Classes While Intoxicated on Alcohol in Past School Year



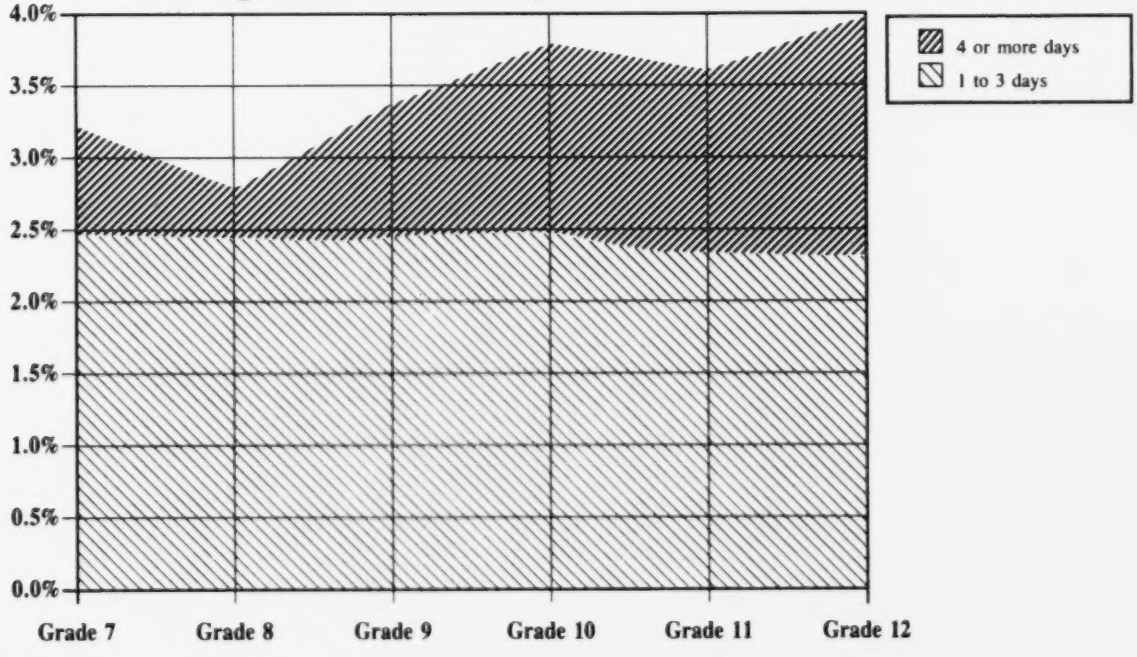
Students Attending One or More Classes While High on Marijuana in Past School Year



Students Attending One or More Classes While Intoxicated on Inhalants in Past School Year



Students Attending One or More Classes While High on Some Other Drug(s) in Past School Year



Appendix B:

Texas Commission on Alcohol and Drug Abuse

1988 Texas School Survey on Substance Abuse
Preliminary Report on Inhalants

During the Spring of 1988, students in 7th through 12th grades in Texas schools were asked about alcohol and drug use behaviors and problems. A random two-stage selection process resulted in the inclusion of schools in 38 separate school districts. Minor adjustments were made to the sample to insure that it would reflect the regional, racial and ethnic diversity of the state and to accommodate the logistic requirements of school districts and schools voluntarily cooperating with the project.

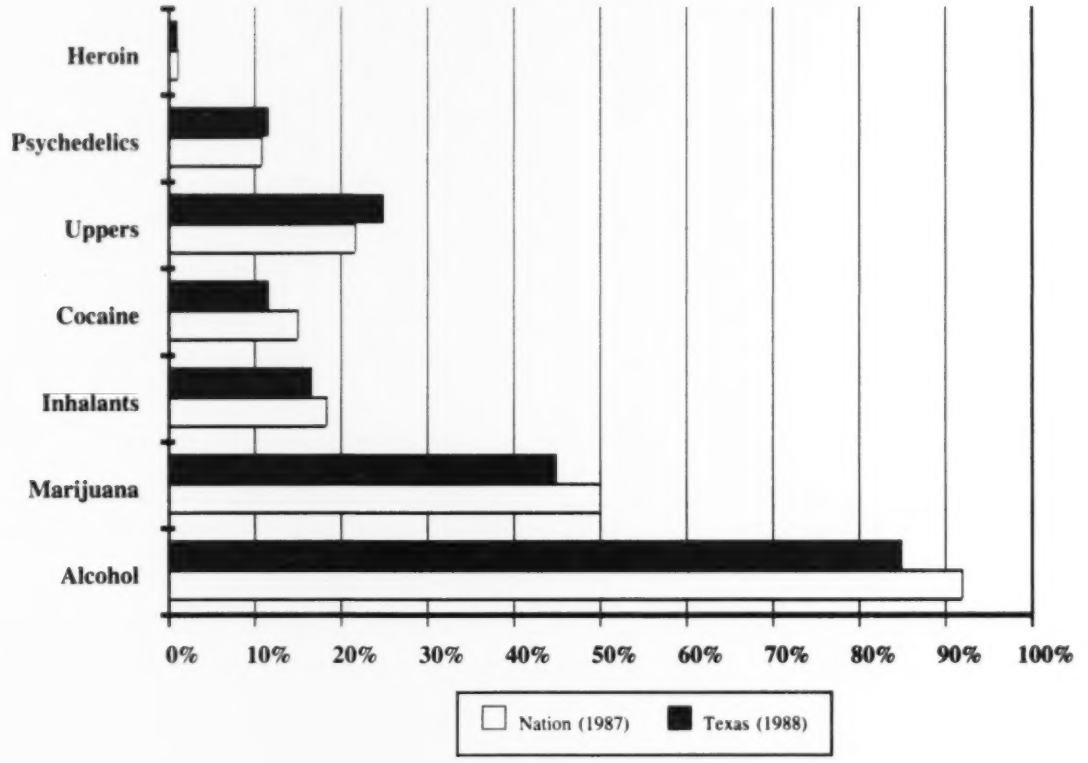
School districts, schools, and respondents were informed that survey data would be strictly anonymous and that even summary data for individual districts would not be obtainable unless prior arrangements were made with the survey contractor, Texas A&M University's Public Policy Resource Laboratory (PPRL). PPRL staff went to each school classroom, gave instructions, and collected 7,550 completed questionnaires.

Due to concerns about the veracity of respondents, several strategies have been employed to enhance the validity of the survey responses utilized in the study. Students were told that the survey was being conducted in order to help students who had questions or problems related to alcohol or drug abuse. They were assured that their responses would be anonymous and that their participation was totally voluntary. In addition, several validity checks for exaggeration were incorporated into the questionnaire and have resulted in 2% of questionnaires being discarded.

The instrument was designed specifically for the present study, but it is based on tested instruments and is compatible with other national and state surveys in terms of the types of questions asked about levels of drug and alcohol use. One area of difference from other surveys is the amount of detail concerning inhalants. This additional depth of data provides an unusual opportunity to increase our understanding of the nature of inhalant usage among Texas school children.

The Texas Commission on Alcohol and Drug Abuse is grateful to the school districts, schools, and secondary school students who voluntarily participated in this project. We wish to emphasize that the results of this survey are not necessarily characteristic of any individual participating district or school. The project was funded by the U.S. Department of Education under the Drug-Free Schools and Communities Block Grant program.

Lifetime Prevalence of Substance Use Among National Seniors (1987) and Texas Seniors (1988)



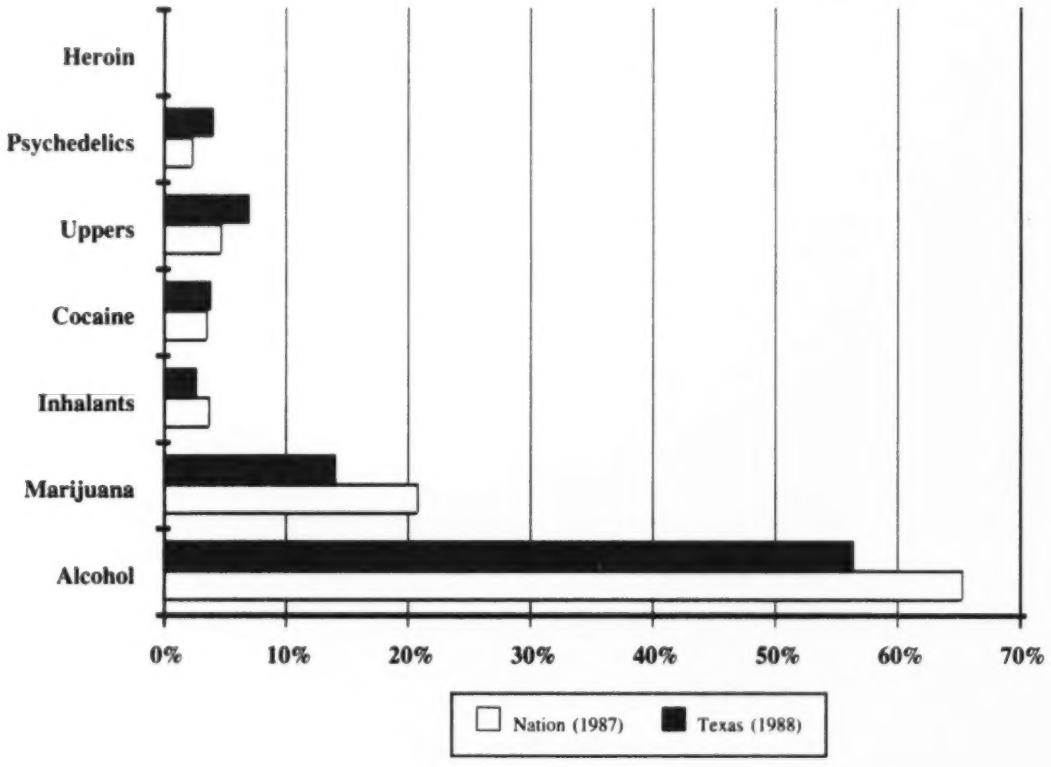
Comparison of the results for high school seniors in this survey (for the senior class of 1988) with the high school seniors of the class of 1987 as reported in a national survey by the National Institute on Drug Abuse indicates that similar patterns exist at the state and national levels.[1]

"Lifetime prevalence" indicates the percent of students who report having ever used a substance. This is a measure of lifetime exposure to a substance. "30 day prevalence" indicates the percent of students who report having used a substance during the past 30 days. This is a measure of current use of a substance.

Some substances appear to be higher or lower at the state or national level, but the differences are not statistically significant. In general, substances that have high or low prevalence at the national level have a similar prevalence in Texas. Inhalants appear to be in an intermediate range of prevalence but much lower than marijuana or alcohol. Inhalants are the fourth substance in terms of lifetime prevalence (⅓ the prevalence of marijuana).

[1]National estimates of the prevalence of substance abuse were obtained from the National High School Senior Survey for the class of 1987, which was done for the National Institute on Drug Abuse by the University of Michigan's Institute for Social Research. The cited figures are preliminary as data have not yet been published in final form.

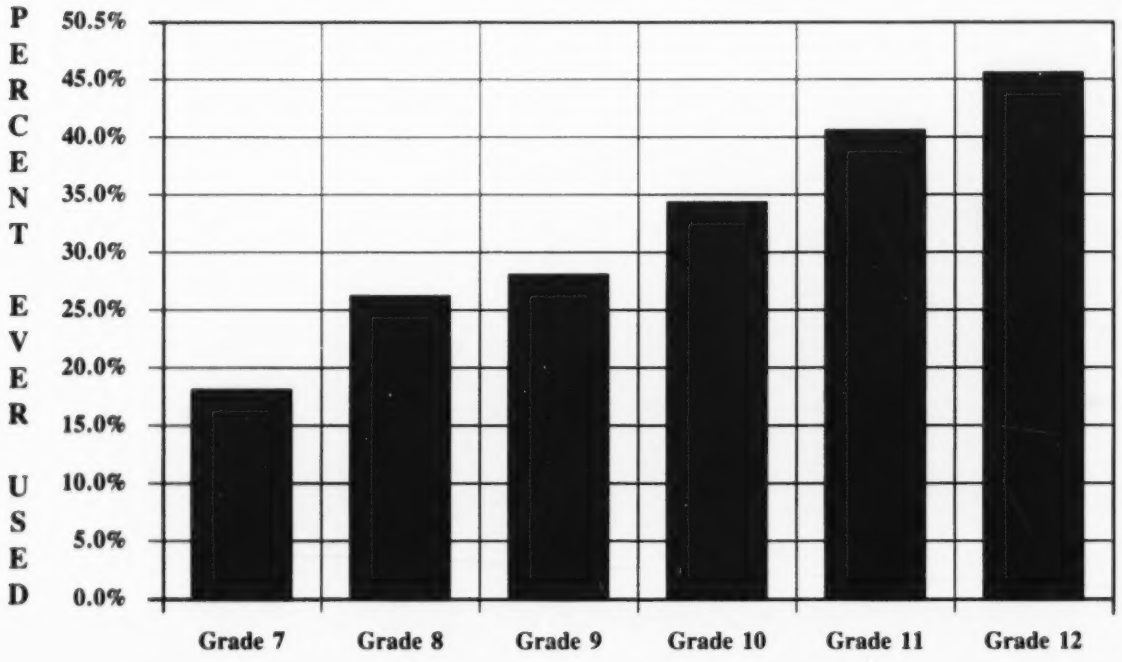
Thirty-Day Prevalence of Substance Use Among National Seniors (1987) and Texas Seniors (1988)



Current usage (30 day prevalence) was also reported to be similar at both state and national levels with the possible exception of current marijuana and alcohol usage levels, which appear to be somewhat lower in Texas. Inhalants are the sixth substance in terms of current use (only 1/5 the prevalence of current marijuana usage). Thus, inhalants have the appearance of being a secondary substance of concern with respect to high school seniors at both state and national levels. For seniors, the substances being used are predominantly alcohol and marijuana, then a variety of other substances including inhalants.

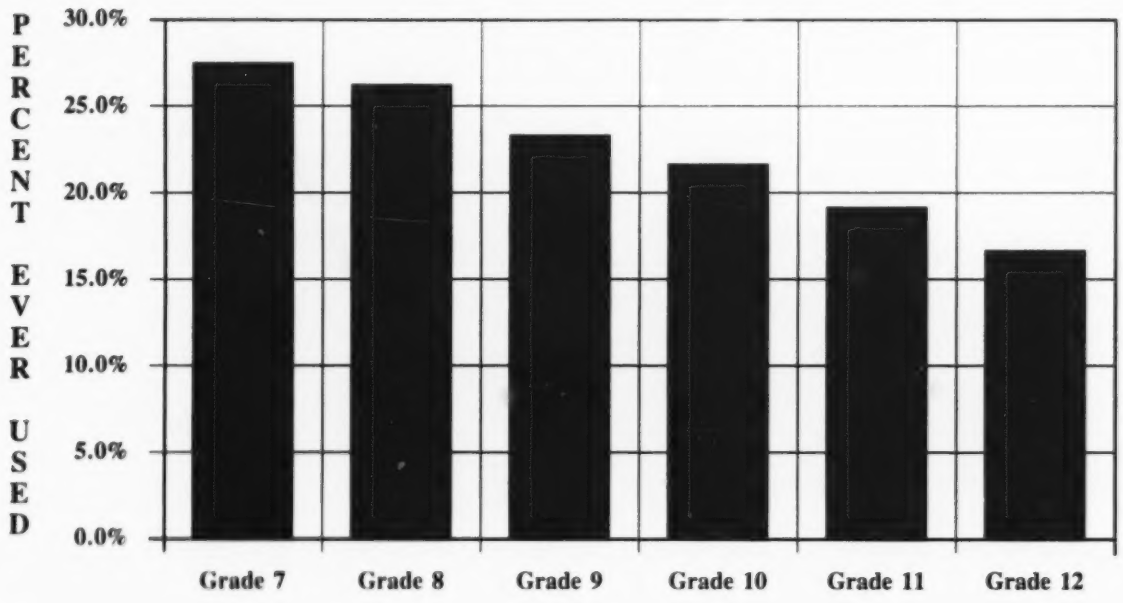
However, additional information obtained from the survey indicates that inhalants are a serious problem for students in earlier grades. Using high school seniors as a barometer for the extent and nature of substance abuse problems in schools may result in an underestimation of the significance of the inhalant abuse problem, since adolescents who dropped out of school after 7th grade are not included in this survey.

Lifetime Prevalence of Marijuana Use By Grade
Texas Secondary Students 1988



The typical pattern of lifetime experience with substances is exemplified by marijuana use. Reported lifetime prevalence is relatively low at the earliest grade level, but is progressively higher in the higher grades. It is reasonable to expect that older children are more likely to have had opportunities to experiment with substances and more likely to have experienced various types of pressures to use substances. Older children are also more likely to have money for substances and are developmentally more prone to risk-taking behavior. Thus, it is not surprising that lifetime experience with marijuana among 12th graders is almost three times the level of lifetime experience of 7th graders and that the intermediate grades report intermediate levels of experience.

Lifetime Prevalence of Inhalant Use By Grade
Texas Secondary Students 1988

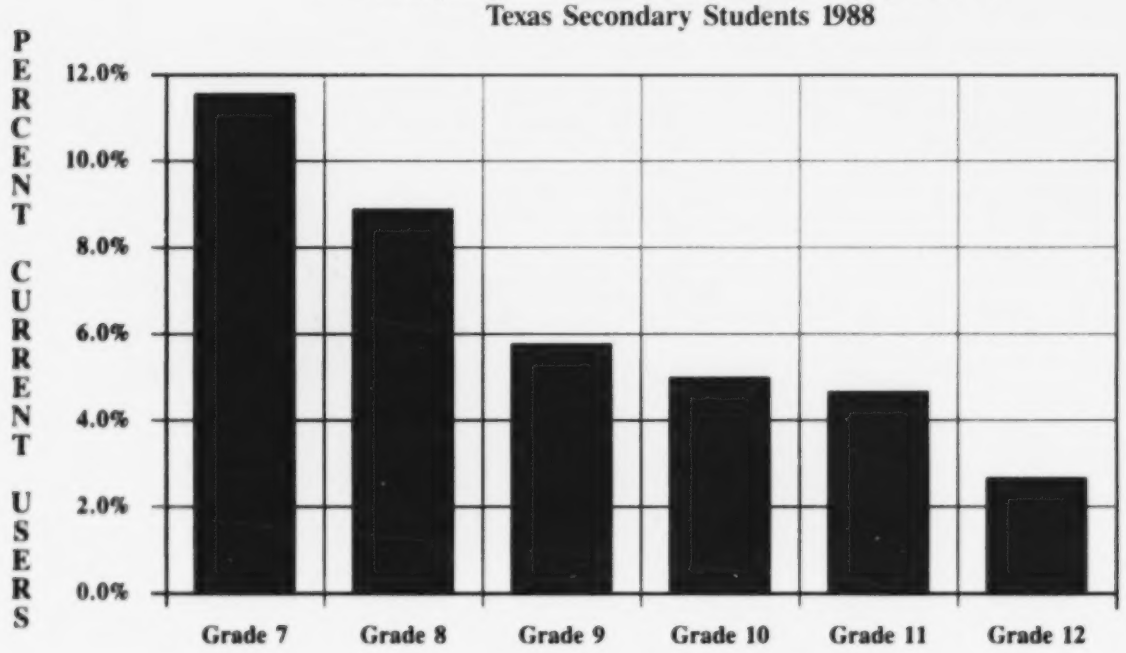


In contrast to the prevailing pattern for other substances, lifetime experience with inhalants appears to have an inverse relationship to grade level. It is surprising that a larger percentage of 7th graders have used inhalants at some time in their lives than have 12th graders who have had 5 additional years of lifetime opportunities.

One possible explanation for this anomaly is that there has been a surge in the usage of inhalants by very young children over the last 5 years, and that the percent of users in upper grades will eventually reflect this trend.

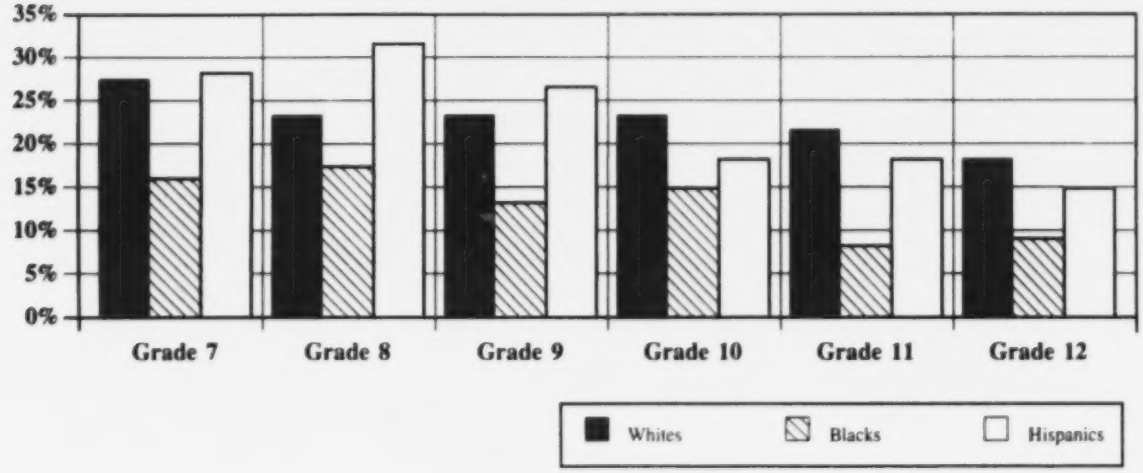
Another explanation could be that inhalant users are more likely to drop out of school. It may be that a substantial proportion of students who have used inhalants by the 7th grade are no longer in school by the time their peers are asked about drug use in the 12th grade.

Thirty-Day Prevalence of Inhalant Use By Grade
Texas Secondary Students 1988



The current usage of inhalants is similar to the lifetime experience as shown in the preceding figure. Although current usage is low among 12th graders, this does not mean that the inhalant category of substances should be a low priority in terms of prevention programming. The high prevalence groups are the 7th and 8th graders who are currently using inhalants at rates of 3 and 4 times that of seniors and who may not be in school by the time prevention programming efforts are initiated in later grades.

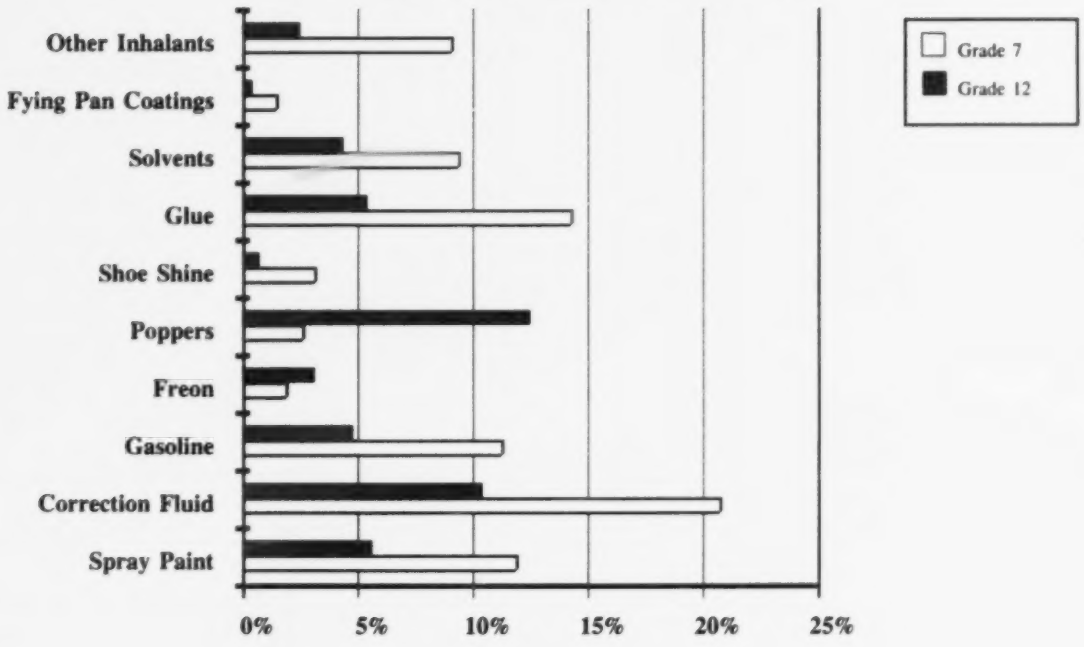
Lifetime Prevalence of Inhalant Use Among Texas Secondary Students By Ethnicity and Grade



Inhalants are used by all racial and ethnic groups. White students and Hispanic students appear to have similar rates of lifetime experience, and both groups report higher levels of usage than Black students.

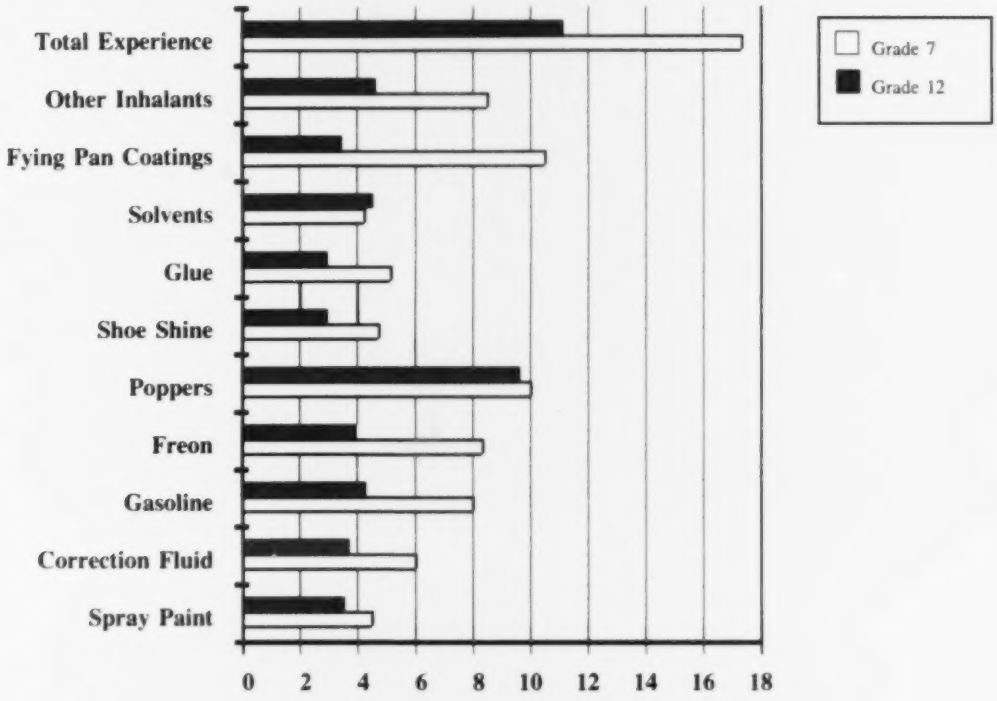
White students tend to be the highest prevalence group in the three upper grades (10th, 11th, 12th) and Hispanic students tend to be the highest prevalence group in the three lower grades (7th, 8th, 9th). This may reflect, in part, a higher drop-out rate for minority inhalant-using students, but the differences are not large in proportion to the total prevalence levels.

A Comparison of Inhalant Mentions Among Texas Seventh Graders and High School Seniors



"Inhalant Mentions" indicate lifetime exposure to specific types of inhalants. Notable differences were reported by grade level in the types of inhalants mentioned. The comparison between 7th graders and 12th graders illustrates these differences. For seniors, the most prevalent lifetime inhalant substances are "poppers" (amyl nitrate or butyl nitrate) and correction fluid, with 13% and 10% of seniors having used these substances. For 7th graders, the most prevalent inhalant substance is correction fluid, which is used by 22% of these students. After correction fluid, several inhalant substances used by 7th graders are in a secondary range of 10-15% prevalence; these are glue, spray paint, gasoline, and solvents.

Comparison of Average Number of Experiences With Inhalants Among Seventh Graders and High School Seniors

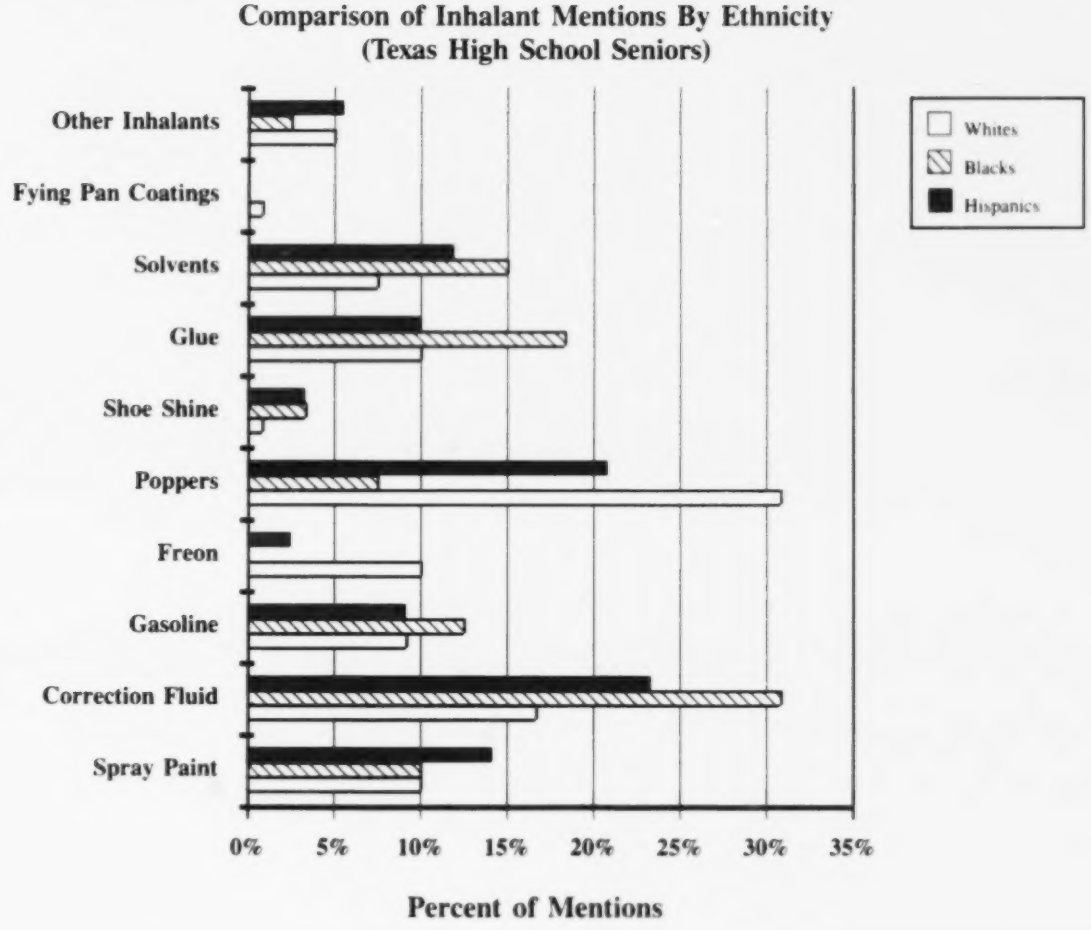


Students were asked how many times they had used inhalants during their lifetime. 7th graders who had used inhalants reported using them an average of 18 times. For seniors, the average is much lower, approximately 11 times.

There are large differences in the usage patterns of specific inhalant substances. Although few 7th graders use frying pan coatings and poppers, those who do use these substances use them heavily. For seniors, the most heavily used inhalant substance is poppers, which is used by a large proportion of senior inhalant users.

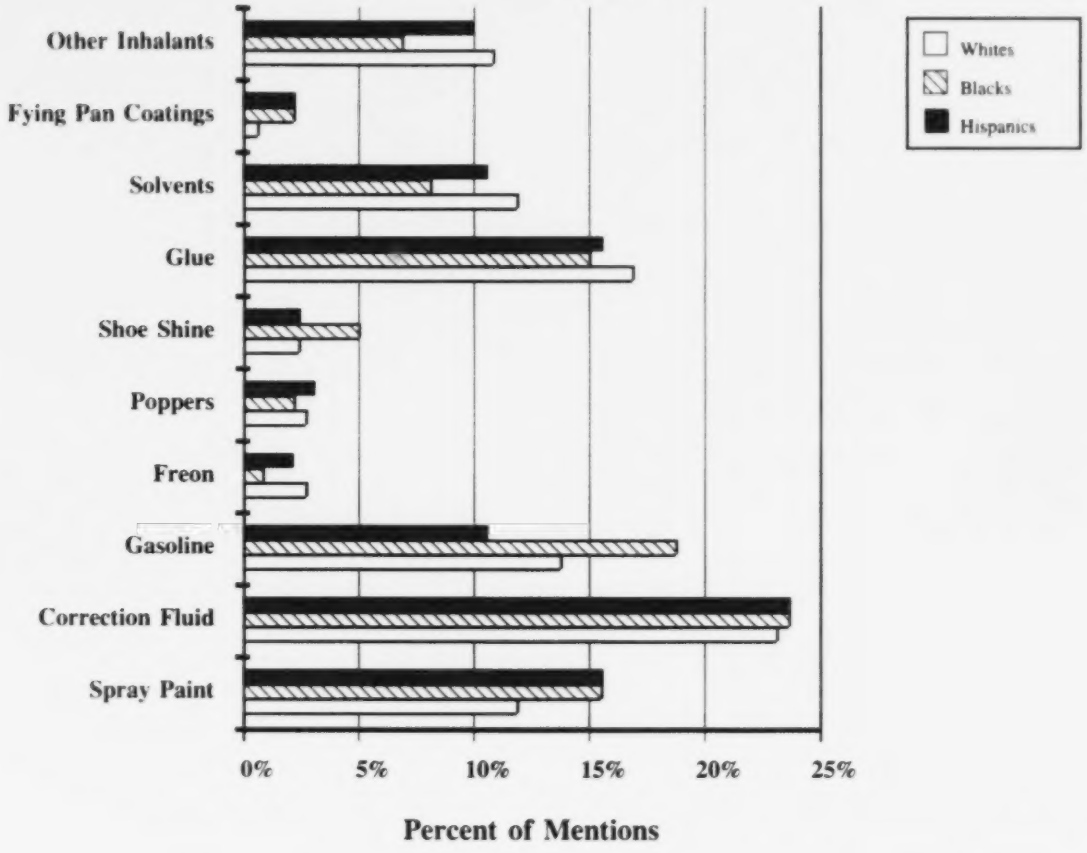
With the possible exception of solvents, in each type of inhalant substance, 7th graders have used the inhalant more times than seniors.

This chart only represents types and frequency of use by students who are still in school. It does not include information on drop-outs, for whom the types and frequency of use patterns are unknown.



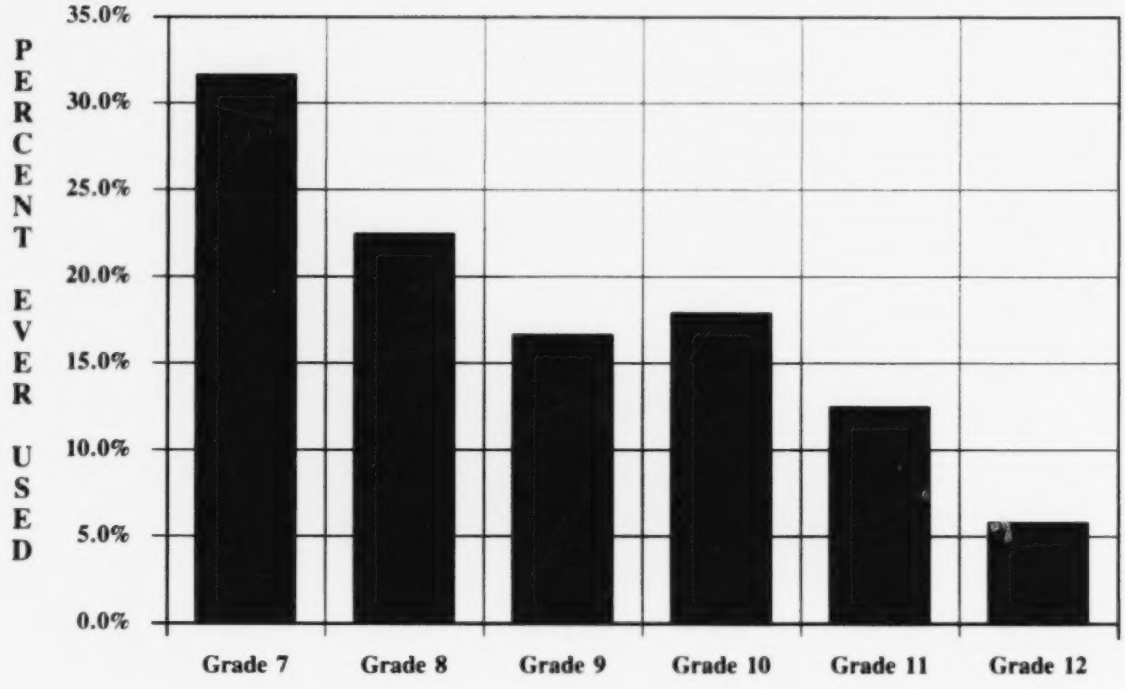
Different types of inhalants are used by students depending on race/ethnicity and grade level. Among White inhalant users, "poppers" are the most frequently mentioned type of inhalant, with over a third reporting lifetime experience. Approximately the same percent of Black inhalant users report experience with correction fluid, making it the most frequently mentioned type of inhalant for the racial group. For Hispanic inhalant users, "poppers" and correction fluid are approximately equal in terms of being the most frequently mentioned type of inhalant substance.

Comparison of Inhalant Mentions By Ethnicity
(Texas Seventh Graders)



The types of inhalants used by 7th graders are more diverse than the inhalants used by seniors. There are few racial/ethnic variations of note. The most frequently mentioned substance is correction fluid, followed by several inhalant substances mentioned in a close range of frequencies. This secondary group consists of spray paint, glue, gasoline, and solvents. Poppers are mentioned by very few 7th grade inhalant users.

Percent Inhalant Users Reporting First Use At Age 10 or Younger By Grade



A substantial proportion of 7th grade inhalant users (31%) started using inhalants before they were 11 years old. Of the smaller number of high school senior inhalant users, only 6% started using prior to age 11. This has obvious implications for prevention and drop-out programming.

Summary Comment:

Although inhalant use appears to present as a secondary problem for high school seniors, reported usage patterns suggest that inhalants are used more extensively by younger than older secondary students. Moreover, it appears that younger students tend to inhale various substances more often than older students, and that the substances which tend to be used by younger students have been associated with negative and sometimes severe physical, mental, and social problems. The prevention implication is clear. Interventions must be planned earlier than the 7th grade, prior to this high usage period. After the 7th grade, is it probable that a significant proportion of the heavy users of damaging inhalants will drop out of school and not be available for school-based interventions aimed at later grades.

COMPLIANCE STATEMENT

TITLE VI, CIVIL RIGHTS ACT OF 1964; THE MODIFIED COURT ORDER, CIVIL ACTION 5281, FEDERAL DISTRICT COURT, EASTERN DISTRICT OF TEXAS, TYLER DIVISION

Reviews of local education agencies pertaining to compliance with Title VI Civil Rights Act of 1964 and with specific requirements of the Modified Court Order, Civil Action No. 5281, Federal District Court, Eastern District of Texas, Tyler Division are conducted periodically by staff representatives of the Texas Education Agency. These reviews cover at least the following policies and practices:

(1) acceptance policies on student transfers from other school districts;

(2) operation of school bus routes or runs on a non-segregated basis;

(3) nondiscrimination in extracurricular activities and the use of school facilities;

(4) nondiscriminatory practices in the hiring, assigning, promoting, paying, demoting, reassigning, or dismissing of faculty and staff members who work with children;

(5) enrollment and assignment of students without discrimination on the basis of race, color, or national origin;

(6) nondiscriminatory practices relating to the use of a student's first language; and

(7) evidence of published procedures for hearing complaints and grievances.

In addition to conducting reviews, the Texas Education Agency staff representatives check complaints of discrimination made by a citizen or citizens residing in a school district where it is alleged discriminatory practices have occurred or are occurring.

Where a violation of Title VI of the Civil Rights Act is found, the findings are reported to the Office for Civil Rights, U.S. Department of Education.

If there is a direct violation of the Court Order in Civil Action No. 5281 that cannot be cleared through negotiation, the sanctions required by the Court Order are applied.

TITLE VII, CIVIL RIGHTS ACT OF 1964; EXECUTIVE ORDERS 11246 AND 11375; TITLE IX, 1973 EDUCATION AMENDMENTS; REHABILITATION ACT OF 1973 AS AMENDED; 1974 AMENDMENTS TO THE WAGE-HOUR LAW EXPANDING THE AGE DISCRIMINATION IN EMPLOYMENT ACT OF 1967; AND VIETNAM ERA VETERANS READJUSTMENT ASSISTANCE ACT OF 1972 AS AMENDED IN 1974.

It is the policy of the Texas Education Agency to comply fully with the nondiscrimination provisions of all federal and state laws and regulations by assuring that no person shall be excluded from consideration for recruitment, selection, appointment, training, promotion, retention, or any other personnel action, or be denied any benefits or participation in any programs or activities which it operates on the grounds of race, religion, color, national origin, sex, handicap, age, or veteran status (except where age, sex, or handicap constitute a bona fide occupational qualification necessary to proper and efficient administration). The Texas Education Agency makes positive efforts to employ and advance in employment all protected groups.

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